Preliminary Findings Paper

Evaluation of the Danish National Action Plans for the Implementation of UN Security Council Resolution 1325 on Women, Peace and Security

Social Development Direct

Contents

1 Introduction

Social Development Direct (SDDirect) has been awarded the contract to evaluate the second and third Danish National Action Plans (NAPs) for the implementation of UN Security Council (UNSCR) 1325 on women, peace and security (WPS) (2008–13 and 2014–19). The three key signatories to the Danish NAPs include the Ministry of Foreign Affairs (MFA), the Ministry of Defence (MoD) and the Danish National Police (DNP) representing the Ministry of Justice (MoJ). An inter-ministerial working group (IMWG) comprised of representatives from the three signatory ministries is responsible for coordination and guiding implementation of the NAP. The evaluation is overseen by the Evaluation Department at MFA (EVAL), with support, quality assurance and additional oversight contributed by an Evaluation Reference Group (ERG) and the IMWG.

This paper presents the preliminary findings of the evaluation of Denmark's National Action Plans for the Implementation of UN Security Council Resolution 1325 on Women, Peace and Security (2008-2013 and 2014-2019). The paper presents a summary of preliminary findings that will be presented to the evaluation reference group in Copenhagen to obtain feedback that will be incorporated into the full evaluation report. Annex A presents a proposed outline for the full evaluation report.

2 Methods

The evaluation findings presented below are based on the implementation of a range of methods, including a desk review, portfolio analysis of NAP engagements, six in-depth case studies of NAP engagements, interviews with key informants and stakeholders, and a benchmarking analysis of the third Danish NAP against the NAPs of six likeminded countries. A description of these methods and how they were mobilised in the implementation phase of the evaluation is outlined below.

2.1 Desk review

The desk review was predominantly completed during the inception period, during which the evaluation team **reviewed approximately 400 documents**. These largely comprised documents linked to specific NAP engagements (e.g. appraisal reports, programme documents, signed agreements, progress and annual reports, evaluation and programme completion reports, and strategic plans), relevant policy documents and PSF documents. During the evaluation implementation, attempts were made to fill documentary gaps, with **almost 100 additional documents** obtained and incorporated into the desk review.

2.2 Portfolio analysis

During the inception period, a preliminary analysis was conducted of 40 NAP engagements. During the implementation period, a more thorough analysis was conducted of 36 NAP engagements. The reason for a slight reduction in engagements was primarily due to the previous portfolio analysis including some sub-engagements under Peace and Stabilisation Programme (PSP) and regional engagements. In the updated portfolio analysis, 36 NAP engagements form the primary unit of analysis, with additional analysis of 18 sub-engagements (under three PSP and one regional engagement).

The portfolio analysis was conducted and organised according to a number of categories, including: type of engagement (bilateral, multilateral or regional), geographical spread, primary and secondary thematic areas (drawing from four main benchmarking themes), NAP

results and implementing partners. Challenges and constraints in NAP achievements are also presented.

2.3 Case studies

Six case studies were selected in line with the criteria presented in the inception report:

- Danish contribution to the EU
- Danish contribution to NATO
- UNFPA's Innovations to Eliminate GBV in Humanitarian Contexts
- Mali Core Funding to UNWOMEN
- The PSP in the Horn of Africa Peace and stabi. Prog.
- The Regional Development and Protection Programme

Case studies drew from two key methods, a desk review of relevant documentation and interviews with stakeholders and key informants, including:

- Danish Embassy focal points in missions
- Other donors
- Danish implementing partners
- Civil society actors

A total of 45 interviews were conducted across six case study engagements.

2.4 Interviews with key informants and stakeholders

In addition to the interviews conducted as part of the six case studies, the evaluation team conducted 14 interviews with a range of stakeholders, including:

- MFA, MoD and DNP stakeholders in Copenhagen. Udenrigs.M, fordvars. og politi
- Civil society focal points in Copenhagen and in other countries
- The 1325 focal point in the Danish mission to the UN in New York

2.5 Benchmarking analysis

A set of benchmarking udgangspunkt themes was used to benchmark Denmark's third National Action Plan (2014-2019) against those of other like-minded countries. Originally the benchmarking exercise was planned to be conducted against the four other Nordic countries: Norway, Sweden, Finland and Iceland. However, two countries have been added to the analysis, the Netherlands and Ireland, due to interesting learning related to certain benchmarking themes emerging from the case studies and interviews with stakeholders. The benchmarking exercise was carried out by analysing the NAP documents of each of these countries and scoring their inclusion of the themes outlined in Table 1. In the evaluation design, these benchmarking themes have been streamlined across multiple methods, including in the portfolio analysis and case studies. For the comparative benchmarking analysis, we used a simple scoring method to identify the relative strength of benchmark dimensions across NAPs.

- 0 = Not referenced in NAP
- 1 = Referenced in passing but no substantial development
- 2 = Referenced repeatedly but little concept development
- 3 = Referenced repeatedly and concept developed
- 4 = Referenced, concept is developed and clear directive is given for implementation

Table 1: Definition and scope of benchmarks

Dimension	Benchmark theme	Definition and scope of benchmarks
Legal framework	(a) Domestication of global normative framework on WPS	Defined at two levels: (1) Denmark's domestication of NAP 1325 within domestic legislation, policy, and relevant institutional structures, processes and practices, and (2) support for the domestication and development of other countries' NAPs or regional organisations' RAPs.
Thematic focus	(b) Participation	In line with the 1325 pillar, women's participation in all levels of decision-making, including in mechanisms for peacebuilding and peacekeeping, in the prevention, management, mediation and resolution of conflict, and in key positions within peace and security engagements, including military, police and humanitarian personnel.
	(c) Protection	In line with the 1325 pillar, protecting the rights of women and girls in conflict and recovery, including their rights to be safe from SGBV, abuse and trafficking, and their rights to health, education and economic security. Protection is also linked to ensuring support and healthcare response for survivors and bringing perpetrators to justice.
	(d) Mainstreaming	Ensuring that the needs, perspectives and interests of women and girls are integrated into broader non-WPS specific peace, conflict and security operations, programming, plans, policies and strategies.
	(e) Gender perspective	The extent to which an analysis of gendered roles, relationships and norms, and steps taken to address them, are incorporated into advancing WPS goals. For example, engaging men and boys to promote women's greater participation in peace and reconciliation processes, or to prevent SGBV in conflict settings.
Actors	(f) Role and organisation of national CSO involvement	The role that civil society has, and how it is organized to engage in, drafting, implementing and monitoring NAP 1325 and corresponding activities.
	(g) International cooperation	Formal international partnerships with other donors, governments or multilateral partners on WPS or 1325.
Systems, monitoring, reporting	(h) Indicators	Defined at two levels: (1) those indicators developed at the global level to track 1325 according to the four pillars, and (2) NAP-specific indicators and how effective they are in monitoring and measuring NAP results.
	(i) Earmarked funding	Budgets earmarked for NAP implementation, at either the overall NAP level, or for specific WPS activities, including at the bilateral or multilateral levels.

Fint tog udtømmende

2.6 Challenges and limitations

Capturing results of portfolio engagements related to the NAPs was challenging for a number of reasons, some of which are outlined in the inception report. During the implementation phase of the evaluation the team was able to obtain much additional documentation that was not available during the inception period, including documents outlining results. However, some gaps remain, particularly in relation to capturing results of engagements occurring during the second NAP period. Further, as stated in the inception report, the very broad indicators in the second NAP and the very specific indicators in the third NAP made

measuring results against NAP indicators challenging and for many engagements not possible at all. Due to this particular challenge, NAP engagement results were analysed against both NAP indicators and broader WPS achievements. Not satisfying:

3 Preliminary findings

Preliminary findings are presented in response to the six evaluation questions. Although the final evaluation report will present findings according to all evaluation sub-questions, this section draws out some of the central observations related to the primary evaluation questions, with guidance from the sub-evaluation questions.

3.1 Evaluation question 1

What results have been achieved in portfolios related to the NAPs, including: bilateral cooperation and humanitarian action, regional programmes, multilateral cooperation (including UN, NATO and EU), Danish NGO partners, DNP and MoD?

Evaluation question 1 draws mainly from the desk review and portfolio analysis, with some complementary data derived from case studies and consultations with key informants and stakeholders. A summary of preliminary findings is presented below according to: (a) the primary portfolio analysis, comprising predominantly MFA engagements with some engagements representing MFA, MoD and DNP collaboration; and (b) MoD and DNP engagements.

3.1.1 Primary portfolio analysis

The primary portfolio analysis was based on a review of 36 NAP engagements. The majority (19) fall under the third NAP period with a balance of largely bilateral and multilateral engagements (Figure 1). Six engagements (all bilateral) fall within the second NAP period and eleven engagements cross over both NAP periods, comprising five continuing multilateral engagements (e.g. UN, EU, NATO), three regional engagements and three bilateral engagements.

Figure 1: Spread of engagements across NAPs
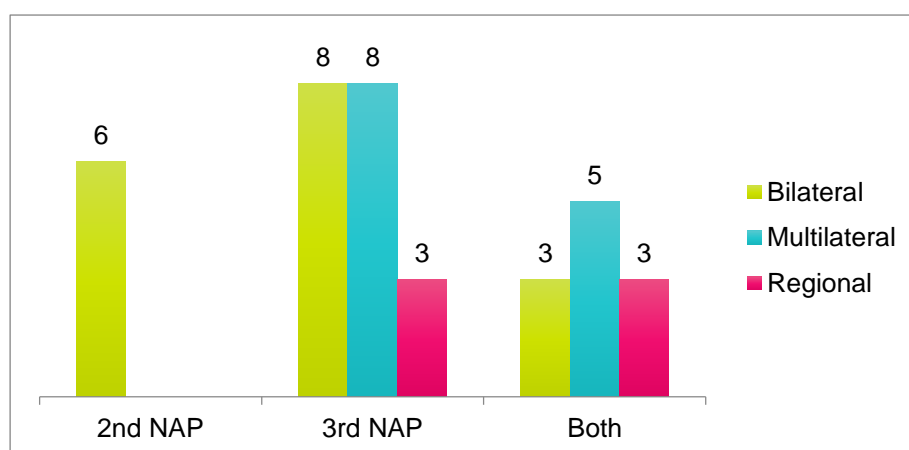

Although the majority of engagements are overseen solely by the MFA, three regional engagements (all Peace and Stabilisation Programmes) involve NAP stakeholder collaboration (two between the MFA and MoD, and one between the MFA, MoD and DNP) and two multilateral engagements involve stakeholder collaboration (MFA and MoD in the NATO engagement and MFA and DNP in the EU engagement).

The engagements are spread across a range of geographies, with the highest number of engagements (over a third) being multi-country in nature, three of which are implemented across different global regions (Figure 2). **Afghanistan** and **South Sudan** have the highest number of engagements in a single country, with four engagements in each. Other significant geographies are the Sahel Region (particularly Mali) and the Horn of Africa (predominantly Kenya and Somalia/Somaliland), where there is both a regional Peace and Development Programme and several single-country engagements. The Middle East and North Africa (MENA) region also features geographically, with Iraq and/or Syria being a major focus, and Iraq, Jordan and Lebanon, and other MENA countries targeted through the Regional Development and Protection Programme (RDPP) and the Danish Arab Partnership Programme.

Figure 2: Portfolio by geography
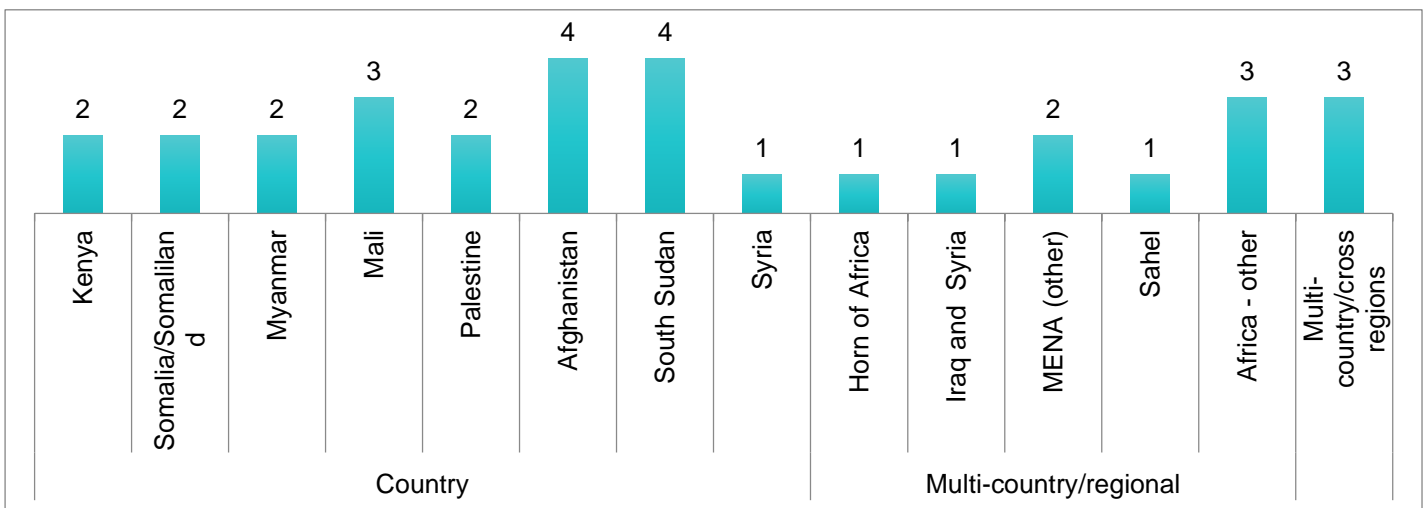
The dominant themes within the portfolio in terms of each engagement's primary theme are **protection** and **participation** (Figure 3). Just over a third of the portfolio (13 engagements, or 36%) had 'protection' as a primary theme, with a similar number (12 engagements, or 33%) focused primarily on 'participation'. Fewer engagements had 'domestication of a global normative framework on 1325' and 'mainstreaming' as their primary theme, with 17% and 14% of the portfolio respectively.

Figure 3: Type of engagements according to main thematic areas

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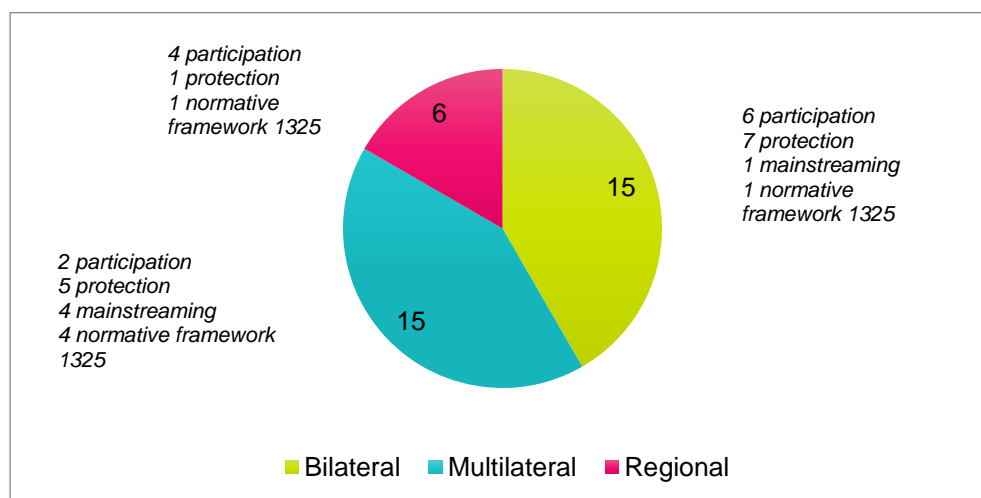
When all themes relevant to each engagement were analysed, whilst protection and participation remained two of the most significant, **mainstreaming** took over as relevant to the largest number of engagements (Figure 4). Twenty-three engagements include some element of 'mainstreaming' as relevant to WPS. The fewest number of engagements were identified for 'indicators' and 'earmarked funding', with just two engagements relevant for each.

Figure 4: All relevant benchmarking themes
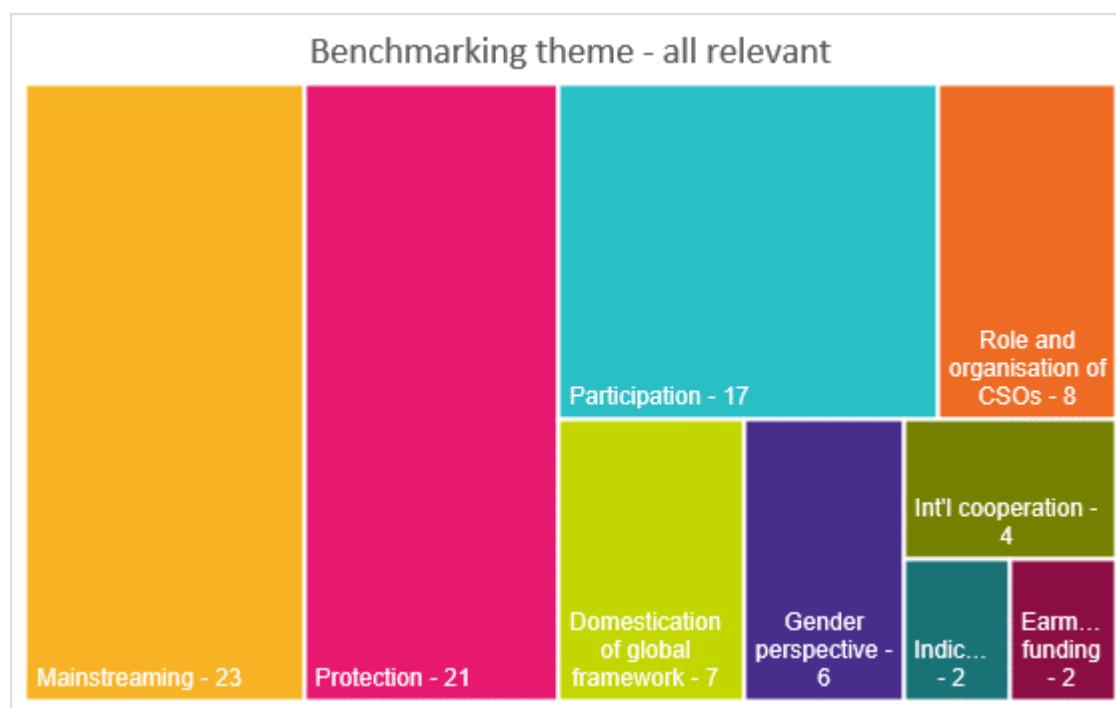
How is it possible to evaluate with so few Indicators?

Earmarking of funding, Role and organisation of CSOs, Gender perspective and International cooperation should be improved.

The results of NAP engagements vary widely across the four key thematic areas, with a summary of observations outlined below.

Domestication of global normative framework

The majority of NAP activity related to supporting domestication of a global normative framework on 1325 has focused on multilateral engagement; in particular, support to institutional structures and policies on 1325/WPS within multilaterals and multilateral missions. The most concrete NAP results were documented, however, at a country level in relation to adoption of new NAPs in South Sudan and Mali, for which Denmark was a key partner contributing to both processes.

Results of Denmark's multilateral engagement on this theme were harder to identify although there is clear evidence of Denmark's participation in and support to the establishment of informal groups or dialogues with other like-minded donors on WPS. For example, Denmark has consistently participated in or helped to create a number of 'Friends of WPS' groups, including at the UN in New York, NATO, OSCE and in specific countries including Mali. However the analysis also highlights missed opportunities for Danish promotion of 1325 collaboration and institutionalization in other key fora; for example, in the EU, where

Denmark has been visibly absent from the EU 1325 Informal Taskforce's recent development of a WPS policy and gender action plan.

The Africa Programme for Peace is the only regional engagement focusing on a global normative framework for 1325, with support visible to the African Union (AU), IGAD and ECOWAS in the development of 1325 frameworks, including regional action plans (RAPs), gender policies and strategies, and roadmaps for mainstreaming gender equality. However, the documentation suggests that there has been poor or slow implementation of these policies and plans, partly due to lagging political will among regional member states to address gender and WPS. Denmark's recent earmarking of 25 million DKK to support 1325 coordination in the AU indicates some potential to revive attention to a WPS agenda.

Although there are visible results for Denmark's support for other country or regional domestication of a global normative framework on 1325, there is no evidence that Denmark is domesticating a 1325 agenda 'at home' outside of MoD and DNP engagements (see section 3.1.2 below). This issue emerged repeatedly during interviews with civil society focal points in Denmark and in other European settings due to a broad recognition that few European countries are domesticating a 1325 agenda, despite the EU adding a new indicator (#20) on the protection of female asylum seekers in its revised indicators for the Comprehensive Approach to the EU Implementation of UNSCR 1325 and 1820 (2016).
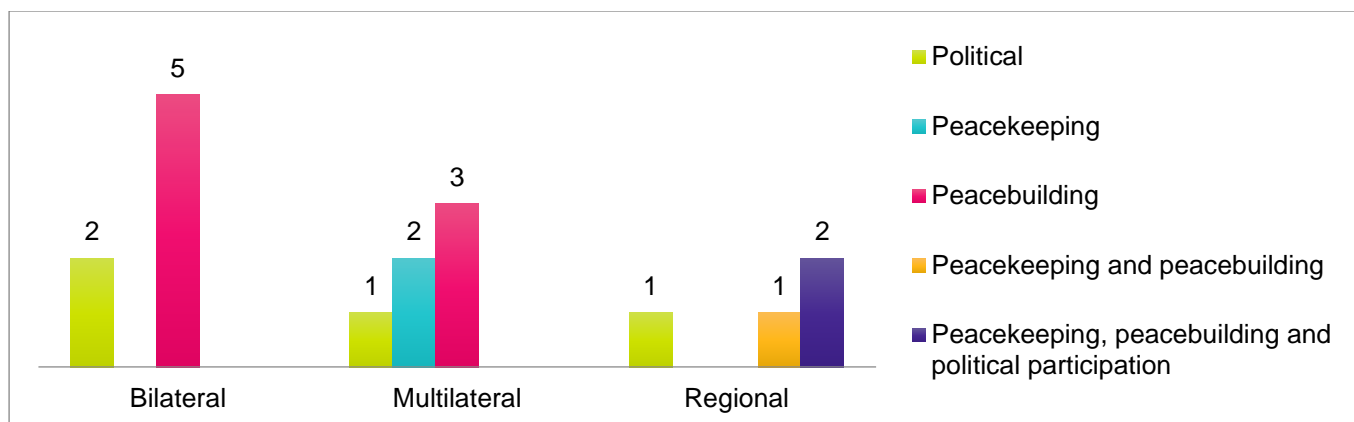
3.1.1.1   *Participation*

It was in general easier to identify results for engagements that had participation as a primary theme, and determine if corresponding indicators had been met or not. Overall, strong results were observed across this thematic area compared to other themes. PSP engagements saw varied results, with the PSP in the Horn of Africa being one of the weaker engagements across the first two programme phases (2011-2014, 2015-2017), albeit with improvements in the current phase (2018-2020). The Syria-Iraq Regional Stabilisation Programme (2016-2018) was observed to have strong results on participation. Other regional and bilateral programmes also saw more concrete results. Despite strong results in relation to attaining key outputs and outcomes, the participation thematic area is where we see the most challenges in implementation, as described further below.

When further analysing engagements with participation as the primary or secondary thematic focus, three sub-themes emerge: peacekeeping, peacebuilding and political participation.

- Engagements targeting women's participation in peacebuilding comprise the dominant focus, particularly within bilateral engagements (Figure 5). Almost all engagements related to peacebuilding have focused on **women's local-level peacebuilding and participation in conflict resolution and mitigation**, with few engagements targeting **women's higher-level participation in peace negotiations**.
- Political participation cuts across all three types of portfolios, particularly bilateral engagements.
- Women's participation (Are we talking about women in military) in peacekeeping missions is concentrated in multilateral engagements (i.e. NATO, EU) and regional PSP engagements. Peace and Stabilisation Programmes

- One PSP engagement (Sahel region) targeted both women's participation in peacekeeping and peacebuilding as key thematic areas, and two PSP engagements (Horn of Africa and Syria-Iraq) targeted all three participation sub-themes.

Figure 5: Type of participation engagements according to variety in portfolio

Results for women's political participation varied across geographic contexts.

- The Danish Arab Partnership Programme (DAPP) has had notable results when measured against NAP indicators, particularly in relation to strengthening the capacity of female electoral candidates and raising quotas for inclusion of women. The DAPP is also a key engagement illustrating Denmark's longstanding support to KVINFO, a Danish NGO partner that has had impressive results across various thematic areas in the DAPP.
- Gender mainstreaming of National Democratic Institute (NDI) election activities in Mali has also seen strong results in women's political participation when measured against NAP indicators.
- There have been less concrete results for PSP engagements and in the Horn of Africa more generally. For instance, the Somalia Stability Fund (SSF), which falls under Denmark's support to the PSP in the Horn of Africa, has struggled to achieve results due to persisting barriers to and resistance towards women's political participation, with increases in electoral quotas for women not translating into actual electoral positions attained. Similar results were found in the Somalia UN Multi-Partner Trust Fund (2015-2018), supported through Denmark's Somalia Country Programme.

X Results for women's participation in peacebuilding are also varied, although not necessarily according to geographical context, with type of portfolio engagement appearing to play an important role. Promoting women's participation in peacebuilding has clearly been challenging in Somalia as evidenced through SSF phase I documentation. However, there is evidence of greater success in a Danish bilaterally supported project in Somalia and Somaliland: the Participatory Governance and Peacebuilding programme (2015-2019). The project exceeded most of its targets in both Somalia and Somaliland, including those related to engaging women. An interview with the project's implementing partner suggested that the Danish focal point in Hargeisa played a pivotal role in pushing the project to rethink how to engage women at critical moments, with a focus on women's participation growing throughout the project implementation period. This close and ongoing support from Denmark driving forward a WPS agenda has been less present in the SSF due to the multilateral nature of this engagement and Denmark's lack of human resources to engage more fully. Why is that

Much like for the other two sub-themes, results for promoting women's participation in peacekeeping varies across the portfolio, with results more difficult to capture under this sub-

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theme, mainly due to poor inclusion of sex-disaggregation or targeted WPS indicators and/or targets in programme results frameworks and thus lack of corresponding reporting.

- Under the Syria-Iraq PSP, there were modest NAP results in the participation of female police in training in the Access to Justice and Community Security (AJACS) engagement. Six out of 1005 police trained were women (0.6%), and a 2017 evaluation of the engagement suggested that the impact of projects outputs were limited. Who are funding the Danish police trainees?
- In the PSP in the Horn of Africa, there is evidence of inclusion of women in peacekeeping and training in the Eastern Africa Standby Force (EASF) and the African Union Mission to Somalia (AMISOM), with stronger results observed for DNP than MoD engagement in this area. However, Danish gender policy support to these engagements appears to have been limited and ad hoc.

3.1.1.2 Protection

When analysing engagements with protection as the primary or secondary thematic focus, the majority specifically target SGBV with fewer targeting women's rights to economic security/livelihoods or children's (particularly girls') access to education (Figure 6). Four regional programmes, including the RDPP and all three PSP programmes reviewed, and two multilateral engagements (both humanitarian) incorporate sub-engagements related to either SGBV or livelihoods (i.e. income generation, nutrition or cash-based transfers), with the RDPP additionally attempting to integrate these two thematic areas by targeting SGBV survivors for income generation activities (albeit with limited success in the first phase). One protection engagement implemented by UNICEF in South Sudan (2016-2018), which supported the reintegration of children released from armed groups, incorporated SGBV, livelihoods and education components. Would specific funding help?

Figure 6: Type of protection engagements according to variety in portfolio
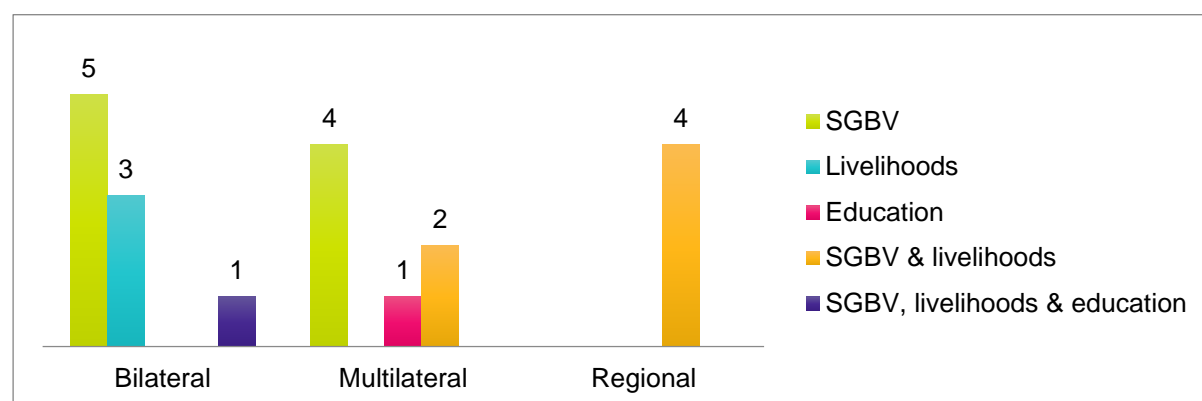
The engagements with 'protection' as a primary theme saw the largest number of engagements with either no NAP action listed, NAP actions not completed or if completed, results either not achieved or unclear. Out of the 13 engagements under this category, seven engagements either did not have a NAP action or results were not evident. This is predominantly due to the challenges outlined in section 2.6 of this paper. In particular, many of the second NAP engagements included in the portfolio (and for which documentation of results was difficult to obtain) were predominantly aligned with protection. Further, a number of newer protection engagements were conceived after the development of the third NAP (and thus are not listed in the NAP document), and results are not yet available for very recent protection engagements, including humanitarian ones.

Where results are available, the most concrete results are visible for SGBV engagements.

- The Innovations to Eliminate Gender-Based Violence in Humanitarian Contexts programme, implemented by UNFPA, has been successful in contributing to the mitigation of protection risks facing women and girls in emergencies, improving GBV survivors' access to high-quality lifesaving sexual and reproductive health and rights (SRHR) services and GBV services, and reducing the impact of GBV.
- Strong results were also observed for RDPP regional engagements specifically targeting SGBV, such as ABAAD's engagement in Lebanon, and bilateral support to the Gender Violence Recovery Centre (GVRC) in Kenya.
- Danish normative work related to SGBV in conflict has been strong in the UN mission in New York, particularly in relation to the Responsibility to Protect (R2P) global political commitment, where Denmark has been active in making relevant statements in the UN Security Council and General Assembly on the protection of women.
- Denmark is emerging as a leader in linking SGBV and SRHR in humanitarian emergencies, including: hosting the Danish Forum on SRHR in Humanitarian Assistance in September 2018; and funding the research sub-working group of the Interagency Working Group (IAWG) on Reproductive Health in Crises, which is conducting research on what works on the ground in SRHR and SGBV response.

Results for engagements targeting the protection of women through livelihoods and income generation are more varied.

- In the RDPP, there were a number of challenges related to the successful implementation and achievement of results. These include the difficulties women face in juggling household and childcare responsibilities and participating in trainings, being engaged in regular employment and starting a business, and the potential for women's increased earnings to put them at greater risk of experiencing GBV from family members. These issues and mitigating strategies are being further explored in the second phase of the RDPP.
- Although a number of barriers to women's economic participation and empowerment were also encountered in the DAPP, the desk review suggests that KVINFO-implemented engagements were successful in addressing these barriers and increasing women's access to economic opportunities.

It is notable that only two engagements included components targeting women's rights to transitional justice: Denmark's bilateral contribution to UNWOMEN's core funding in Mali, and Danish support to The Day After in Syria through the Syria-Iraq PSP. Strong results are particularly visible for the UNWOMEN engagement in Mali, where transitional justice mechanisms have been successful in increasing women's leadership and testimonials from women survivors of SGBV.

3.1.1.3 Mainstreaming

The poorest results across the four main thematic areas are for mainstreaming gender or WPS into non-WPS focused engagements, and this is evident for engagements that have mainstreaming as either the primary or secondary thematic focus. A key finding is that although gender, women's rights and WPS are consistently listed as crosscutting themes in Danish country, PSP and regional programme documents and policies, this is rarely reflected in results frameworks. Based on consultations with key informants, there are a number of reasons why this is the case. A key one, particularly for PSP, regional and country programmes, is the difficulty integrating a wide number of engagements under a coherent programme results framework. This means that programme results frameworks are driven by

individual project results frameworks, but with limited indication of Danish enforcement of inclusion of WPS indicators or sex-disaggregation of data. Several Danish stakeholders in both Copenhagen and at mission level suggested that this was partly driven by the Danish tendency to be a 'lean donor' and limit requests made of partners. One stakeholder at mission level did, however, suggest that some mechanisms were in place to support better mainstreaming, including the appraisal process, which might lead to adjustment of results frameworks if gender is not adequately captured. Further, attention to mainstreaming may be reflected in the selection of engagements, with preference sometimes given to those with clear WPS or gender elements and indicators.

Gaps in gender mainstreaming were also identified in the lack of humanitarian implementation of the NAP indicator outlining requirements for gender marking project proposals. A key Danish stakeholder noted constraints in this regard given that Denmark has established funding streams to and partnerships with Danish NGOs and has already vetted them (rather than vetting gender or gender marking in individual engagements), restricting the extent to which demands for significant change can be made. Nevertheless, there are clear possibilities for improving attention to gender mainstreaming in humanitarian partner organisations, some of which are being implemented. For instance, Denmark conducts annual training, mainly for new partners and new staff rotations in existing partners organisations. These training sessions contain a component on mainstreaming gender. Further, when partners are submitting new proposals there are some criteria used to measure success, one being attention to vulnerable groups, including women and girls.

Despite gaps in mainstreaming, there were a number of engagements with strong mainstreaming and, subsequently, strong results visible in this area. These were mainly UN-implemented engagements, including:

- UNICEF's Reintegration of children and adolescents released from armed forces and armed groups through education and economic empowerment (2016-2018) in South Sudan;
- The Somalia UN Multi-Partner Trust Fund (2015-2018) (supported through Denmark's Somalia Country Programme).

One example of an innovative mainstreaming initiative is the Danish humanitarian support to the World Food Programme's 'Advancing creative operational partnerships with a focus on women and girls in the field' (2018-2019), which is mainstreaming SGBV protection and prevention, and SRHR into food security and nutrition engagements. Although results are not yet available, this is an example of development-humanitarian nexus programing visibly gaining traction in humanitarian engagements.

3.1.2 Ministry of Defence and Danish National Police

Results for MoD and DNP engagements presented here focus on a selection of indicators outlined in the third NAP, which are predominantly linked to women's participation in peacekeeping and internal capacity building of Danish armed forces and police in 1325-related topics, including gender and cultural awareness, SGBV in conflict and preventing sexual exploitation and abuse (PSEA). Due to some challenges obtaining relevant data, evidence is based primarily on the 2017 NAP status update, with accompanying evidence provided by MoD and DNP stakeholders and additional literature obtained through the desk review. Due to the output-based nature of NAP indicators, the results presented here are more limited in terms of outcomes and impact measured when compared with the primary portfolio analysis.

3.1.2.1 Ministry of Defence

One of the key MoD indicators in the third Danish NAP is the percentage of women employed in uniformed positions, including new recruitments. Figure 7 illustrates the percentage of female uniformed personnel in the MoD according to different data sources and year of data collation. There are some limitations in this data due to different sources capturing different categories of recruitment and different agencies within the MoD.[1] Nevertheless, some general trends can be observed. Since 2014, there has been an upward trend in recruitment of female uniformed personnel, with the current recruitment rate at 7.6%, up from 5.2% ten years ago. When taking into account newly employed personnel and recruits to the draft program (2014-2016), there is also a clear upward trend, although draft recruits declined slightly in 2016. This data suggests that although there has been some growth of recruitment of women over the years, these gains have been small. Retention appears to be a particular challenge given small overall gains compared to newly employed and drafted personnel. Denmark currently has 7.6% female troops deployed in international missions, which is below the NATO member state average of 10.8%.[2]

Figure 7: % of female uniformed personnel in the MoD, disaggregated by year
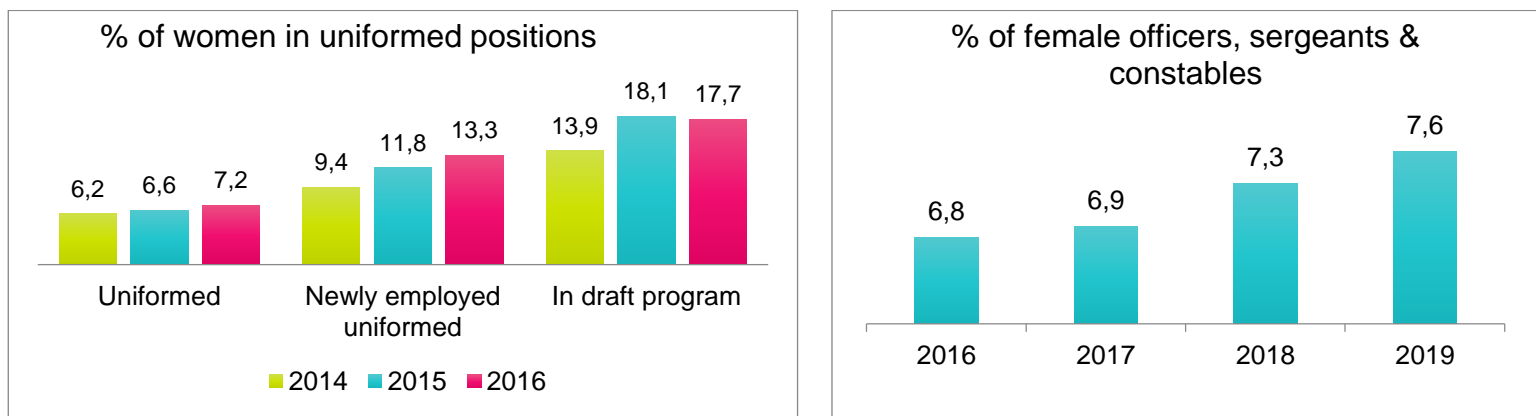
The desk review and interviews with MoD stakeholders reveal some possible reasons for stagnant growth. Interviews with MoD stakeholders suggest that some people join the conscript short term as part of a life journey but then leave for other life plans, including family or another career. Consequently, the MoD is currently working on developing and building the idea of a career in the MoD and armed forces. Since the MoD's redevelopment of its Diversity Policy in 2011, other activities have also been implemented to support the recruitment of women, including inviting women to drafting events, categorising women wanting to join the conscript as having priority over men, and since 2015 introducing gender-mixed dorm rooms to break down barriers between men and women.

There may be other barriers to women's retention associated with masculine cultures in the armed forces. In a MoD review of reasons for women's departure from enlistment, there was

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[1] Data in the first graph is derived from the MoD NAP 1325 status update (2017). Data in the second graph is derived from various documents provided by the MoD, including the History and distribution of military-employed women in the Armed Forces; however, data for new recruits or women in the draft program have not been provided. In the second graph, figures for 2016 and 2017 are for the entire ministerial area minus FE, BRS and DEP and figures for 2018 and 2019 include BRS and DEP.
[2] Gender issues in the Danish Defence. Fight the Myth Produce Solutions. Genderlab - Collaboration between Copenhagen Business School and KVINFO; 2019.

an increase over time in women leaving because their expectations were not being met in the defence culture. The report notes that in some places of employment, there seemed to be a growing tendency for hard and condescending tones of voice to be used in the workplace, and this was a direct reason for women terminating contracts. A survey conducted in 2003 found that one in three women in the Danish defence had experienced gender-based harassment, but no data has been reported since then so it is unknown what the levels of harassment are now. A paper published in 2019 by the Copenhagen Business School and KVINFO presents three case studies that suggest that harassment of women and lack of respect for women's leadership in the armed forces persists, although the extent of the problem cannot be ascertained from three case studies alone.[3]

The third NAP contains three indicators related to the strengthening of gender perspectives in structural, officer and mission-specific education. The MoD continues to deliver results in this area, with gender incorporated into cultural awareness training for commissioned and non-commissioned officers, and in preparation for pre-deployment to peacekeeping missions. According to MoD stakeholders, there have been recent strategic discussions about separating gender and culture to ensure that gender issues are highlighted, instead of gender being subsumed under 'cultural awareness'. Good Idea

There are also a number of examples of how the MoD has supported training of women for participation in UN peacekeeping missions. For instance, through the Peace and Stabilisation Fund (PSF), Denmark contributed to funding a Women's Outreach Course offered at Signals Academy in Uganda in 2017. Further, in August-September 2019 Danish PSF funding will contribute to the participation of two women from the Horn of Africa (Somalia and Kenya) in a United Nation Military Experts on Mission (UNMEM) course at NORDEFCO in Finland.

3.1.2.2 Danish National Police

The DNP contribution to the NAP is focused largely on the participation of women in the police force and female deployments to peacekeeping missions, predominantly through the EU. Thus, DNP NAP indicators are largely recruitment based. The DNP has reached and maintained its target of ≥10% Danish female police officers deployed to missions, with a 16% current deployment rate. Although this has exceeded the 10% target, it in fact comprises a small number of female police, with four women out of 25 officers currently in missions.

Another key NAP indicator for the DNP is support for gender-related issues to be addressed in the training of local police forces. DNP results for this indicator are linked to its international training and instructor pool, where a smaller number of police officers are specially trained to perform various training assignments for local police around the world. This pool of almost 50 instructors is deployed to participate in various types of training, including on 1325-related topics in order to build knowledge and capacity within the instructor pool. Examples of training that DNP instructors have participated in include SGBV training for police on how to handle SGBV and rape as a weapon of war, and rapid justice reaction training to prepare investigators and judicial experts to investigate SGBV in conflict areas. Four police instructors are currently capacitated to instruct 1325 topics and work as gender advisors and 25% of Danish trainers (11 out of 44) are women.!!!!!! Few police women

There are a number of examples of local police training implemented by the DNP, including training female police in Afghanistan in collaboration with NATO, and in Iraq in collaboration

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[3] Ibid

with the MoD. Further, as part of the Danish support to the EASF (under the PSP in the Horn of Africa), an SGBV course was implemented in June/July 2019 at the Police Training School Gishari in Rwanda, with police, military and civilian participants from EASF member states trained on how to deal with cases of SGBV. This particular training was implemented with funds from Norway with a Danish police trainer from the pool of instructors co-facilitating the training with a Norwegian instructor.

3.2 Evaluation question 2

Based on evaluation question 1, what are the results of the NAPs against their stated objectives to address and enhance women's full and equal participation, protection of women, transitional justice and mainstreaming of gender equality in humanitarian efforts and international operations?

From evaluation question one, it is evident that Danish WPS-targeted engagements have had some positive and, in some cases impressive, results. A clear focus on **participation and protection** clearly aligns with the objectives outlined within the second Danish NAP, and which continue to act as a guiding framework for the third NAP, in particular:

1. Achieving greater, active **participation** of women in peace building at international and local levels;
2. Enhancing the recognition of the **special needs and rights** of women and girls before, during and after armed conflicts;
3. Providing **protection** of girls and women against violence, including gender-based violence, such as rape and sexual abuse, and ending impunity for gender crimes.[4]

In relation to the first point above, Danish contributions have been targeted more towards women's local-level peacebuilding initiatives, with less attention to women's participation in higher-level and international peace negotiations and mediation. Interviews with key stakeholders suggest that this has been deliberate, with other states such as Sweden, Finland and Norway more active in this space (see section 3.4), and Denmark attempting to carve a stronger niche in support to women's participation in local-level peacebuilding.

In relation to the second and third points above, NAP engagements have made a clear contribution to protecting the rights of women and girls, particularly to protection from SGBV in conflict. A key lesson learned in the third NAP was that NAP engagements addressing protection needed to put more emphasis on the protection of women's rights to income generation and employment rather than only on protection from SGBV. Although 16 engagements included in the portfolio analysis involve attention to protecting women and girls from SGBV, the presence of nine engagements including attention to women's livelihoods and income generation suggests that shifts in balancing protection from SGBV with livelihoods are visible.

Less impact has been observed in relation to ending impunity for gender crimes, with only two NAP engagements addressing transitional justice for SGBV survivors, albeit with positive results. Further, the strongest portfolio results were observed for WPS-targeted engagements, with weaker results observed in gender mainstreaming in non-WPS specific engagements.

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[4] These objectives are outlined on page 9 of Denmark's second NAP 2008-2013.

Overall, it could be stated that the Danish NAP engagements have been moderately **effective** in contributing to the overall objectives of the NAPs. However, there is little evidence to suggest that the NAPs themselves have been **relevant** drivers of Danish commitment to WPS or strategic decision-making about WPS investment.

3.2.1 Relevance of the NAPs for Danish WPS priorities

Interviews with key Danish stakeholders revealed widespread perceptions that **the NAPs have not been relevant drivers of Danish WPS priorities**. There were few examples provided of how the NAP has been useful in driving forward a WPS agenda, in almost all cases in relation to Danish multilateral contributions, including to NATO and the EU. Two stakeholders who previously worked in the Danish mission to NATO in Brussels suggested that although the NAP did not necessarily drive commitment to a WPS agenda, the NAP document had been useful in legitimizing attention to 1325. For example, according to one Danish stakeholder, the NAP had been useful in mobilising support in Copenhagen for a Danish voluntary contribution to the office of the NATO Special Representative for WPS. One stakeholder from the Danish mission to the EU in Brussels noted that the NAP had been useful in the past in feeding into EU council conclusions, particularly when states disagreed on the right language to use. The NAP appears to have had less relevance in the Danish mission to the UN in New York, with the Danish 1325 focal point suggesting that the NAP does not contain anything specific related to the everyday work of the mission. Nevertheless, he expressed hope that this would change with the fourth NAP due to the strength that a 1325 political mandate from Denmark could contribute to Denmark's 2024 campaign for inclusion in the UN Security Council in 2025-2026.

The question of whether the NAPs have been relevant instruments for the implementation of Denmark's WPS priorities is in some ways difficult to answer given the temporal nature of how they have intersected with other key plans, strategies and policies. For example, one MoD stakeholder suggested that the MoD's Diversity Policy has likely been more responsible than the NAP for MoD commitment to and success in recruitment of women. However, it is possible that the redevelopment of the MoD's Diversity Policy in 2011 was itself partly driven by the vision included in the second Danish NAP. One MFA stakeholder suggested that the question of what has driven Danish commitment to WPS is a bit of 'chicken or the egg' based on the fact that Denmark has a NAP based on its commitment to women's rights and gender equality. Various stakeholders emphasised that although the first and second Danish NAPs were pivotal in driving forward the importance of a 1325 agenda for Denmark, **the third NAP has been less relevant for driving change**.

A number of reasons were provided for why the third NAP in particular has lacked relevancy.

- Because the **third NAP was based on indicators linked to very specific engagements rather than a Danish vision**, it has lost relevance for stakeholders, particularly those who are not implicated in specific engagements outlined in the NAP.
- The specific structure and content of **the third NAP does not allow the flexibility to shape or provide direction to new global and Danish priorities** as they arise. For instance, both the second and third Danish NAPs are weak in attention to how a 1325 agenda intersects with displacement. Subsequently, a growing focus on the refugee crisis and migration lacks strategic links to the NAPs and Denmark's WPS priorities.
- Denmark is **less active in deployments to peacekeeping missions**, and this has likely detracted attention from a WPS agenda. **Very important to improve.**

Interviews with key stakeholders also revealed a number of perceptions of what has driven Danish commitment to WPS if not the NAPs.

- Almost all Danish stakeholders interviewed for the evaluation referred to attention to **gender equality and women's rights being a 'natural' part of Danish culture and identity**: 'gender is just what we do'.
- Stakeholders in both Copenhagen and at the mission level suggested that currently, the '**World 2030 - Denmark's strategy for development cooperation and humanitarian action' is a more important driver** of decision-making related to WPS issues.
- Several stakeholders also made reference to specific individuals driving forward commitment to a WPS agenda; in particular, **the former Minister for Development Cooperation, who was named as pivotal afgørende in decision-making to support WPS issues**, including in relation to SGBV and SRHR.
- At the mission level, several Danish stakeholders suggested that attention to WPS was rooted in a personal or individual **recognition that lack of attention to gender equality and women's rights in fragile and conflicted affected settings (FCAS) would be damaging**.

Stakeholders interviewed for the evaluation repeatedly stated that gender equality and WPS are key features of and priorities within Danish development cooperation, humanitarian assistance and military and peacekeeping engagements. This is strongly reflected in the documentation reviewed for the evaluation, where gender equality and/or WPS are referenced across policy, strategy and programme documents as crosscutting themes. Nevertheless, MFA stakeholders both in Copenhagen and missions also reported that clear messaging had been given to downsize prioritisation to gender and WPS. One stakeholder in Copenhagen noted that Denmark's official development aid (ODA) reduced from 0.84 to 0.7, leading to cut backs on a number of priorities, including gender and WPS, with MFA decisions made to 'do maintenance' rather than focus on new engagements.

At the mission level, the down prioritisation of a WPS agenda has caused some confusion. According to one staff member in the Danish Embassy in Nairobi:

> *"There is a strong recognition in the field that 1325 is important in Somalia and also in Kenya, but there was a directive from Copenhagen to downsize prioritisation to the NAP and 1325. This may have changed the perspective in Copenhagen, but in the field if you want to work on peace, security and stabilisation, you have to work on gender. We cannot down-prioritise it here at the field level, so it is strange and a bit confusing to see those directives."*

Several MFA stakeholders also reported confusion about having to report on NAP indicators in the 2017 NAP status update requested by parliament after being told to downsize prioritisation to 1325.

3.2.2 Lack of a monitoring and reporting mechanism

The **lack of a systematic monitoring and reporting mechanism for the NAP is a key gap identified in the evaluation**. Subsequently, there has been no system for learning across the NAP stakeholders about what has been done across the 1325 portfolio. Several stakeholders noted that they had not read the third NAP and had not been aware of NAP actions or indicators corresponding to their work until being requested to submit reporting data for the 2017 status update. This gap in recording WPS achievements suggests a strong blind spot that may be leading to an underrepresentation of actual Danish WPS efforts, and

is restricting Denmark's capacity to learn about what works and what doesn't work in advancing a WPS agenda.

The blind spot generated from the lack of a NAP monitoring, reporting and learning mechanism is further compounded by the challenge observed in section 3.1.1.4 of this paper whereby gender mainstreaming is limited by the Danish tendency to be a 'lean' donor and limit requests made of partners to integrate WPS indicators and sex disaggregation of data into results frameworks. This is particularly visible at the mission level. Feedback from the MFA in Mali suggested that although Danish support to UNWOMEN had contributed to strong results, these contributions were not systematically captured within a monitoring framework and there has been no mechanism for reporting them to Copenhagen. This was felt to have weakened prioritization of WPS objectives within the Danish Embassy in Mali.

3.2.3 Effectiveness of internal capacity building

Capacity building on 1325 and WPS issues is clearly integrated into MoD and DNP NAP indicators and achievements, particularly in relation to peacekeeping mission pre-deployment (see section 3.1.2). However, **internal capacity building on 1325 and WPS is much less visible among MFA staff or mission staff (MFA, MoD or DNP)**. Interviews with stakeholders in Copenhagen and in field missions suggested that pre-deployment training on 1325, WPS or gender more broadly is not a requirement for mission staff and it is unclear if such training is made available.

Mission staff in particular suggested that WPS pre-deployment training would be useful, although the content of it should be tailored to their needs given that mission staff would require different knowledge and skills than advisors and peacekeepers. For instance, one mission staff member suggested that training on gender mainstreaming was not available but would be helpful given that gender is a crosscutting issue in Danish policies and programmes, including in the PSP.

Underneath the gap in internal capacity building on WPS lies the **belief that although military training should be required, non-military and civilian Danish staff do not require internal capacity building on gender or WPS** given that gender equality is a 'natural' part of Danish way of life. A number of civil society focal points in Copenhagen and in other settings suggested that the tendency for internal capacity building to be targeted towards military rather than civilian engagements is part of the external-looking nature of NAPs in Denmark and in other like-minded countries.

Despite some perceptions that Danish MFA staff are capacitated enough in WPS to mainstream gender in development cooperation, humanitarian and peace and stabilisation engagements, the weak portfolio results observed in mainstreaming, and poor integration of sex-disaggregated data and gender analysis in results frameworks may suggest otherwise. One Danish stakeholder in Copenhagen suggested that gender advisors were rarely if ever integrated into consultant teams developing documents for country or regional programmes due to lack of prioritizing human resource funding in this area.

3.2.4 NAP resourcing and sustainability

There are two levels of resourcing that are key to enabling successful NAP implementation: resourcing the implementation of the NAP itself, and resourcing NAP engagements. The evaluation findings suggest that there are gaps in particular in the first type of resourcing.

The lack of human resources in the MFA to support WPS and gender mainstreaming in NAP engagements, as outlined in the previous section, is part of a broader gap in resourcing the

implementation of the NAP. The Danish NAP does not include a costing framework, or an allocated budget for its implementation. Lack of resourcing appears to be further driven by the down prioritisation of a WPS agenda. This is visible, for example, in perceptions in Brussels that Denmark has withdrawn its 1325 attention from the EU, with the Danish seat in the EU 1325 Informal Taskforce reported by a number of stakeholders to be largely vacant. MFA staff members both in Copenhagen and at the mission level in different countries stressed that attention to WPS was only one of many competing responsibilities.

Another key gap in NAP resourcing to emerge from interviews with stakeholders and key informants was the shortage of funding to civil society at the domestic level. Civil society focal points in Copenhagen and in other European settings emphasised that if governments want to improve their work on WPS and be more accountable, inclusive and impactful, funding civil society is vital. There was some recognition in Copenhagen that larger NGOs had more ability to access funding to engage in WPS activities, including though strategic partnerships with the Danish MFA. However, focal points emphasised the need to fund smaller CSOs in order to facilitate their involvement in WPS advocacy and consultations.

In relation to resourcing NAP engagements, it is evident from the portfolio analysis that there has been significant spend on NAP engagements, with particularly large spend on broader PSP and regional engagements that attempt to mainstream gender or WPS. However, the portfolio analysis finding that mainstreaming has been poor overall suggests that this spend has not been necessarily been effective or efficient in pursuing a WPS agenda. There was broad acknowledgement among Danish stakeholders, particularly at the field level, that there needed to be a balance between resourcing targeted WPS engagements and gender mainstreaming.

When asked about earmarking funding for the implementation of WPS engagements, MFA stakeholders in both Copenhagen and at the mission level expressed caution in doing so for several reasons. One MFA stakeholder at the mission level suggested that earmarking funding for specific engagements required resources to follow those engagements, which was challenging in a resource-limited environment. Another MFA stakeholder in Copenhagen suggested that donors should be cautious of earmarking funding for WPS as a particular on certain thematic areas might lead to gaps in other important areas.

The portfolio analysis identified several examples of earmarked funding for WPS engagements, with clear benefits; for example, the Danish support to UNWOMEN core funding in Mali. The approach UNWOMEN has taken to embedding technical assistance within the Ministry for the Promotion of Women, Children and Families and providing significant resources to the domestication and institutionalisation of Mali's NAP has had clear sustainability benefits compared to other potential approaches. UNWOMEN cited the funding of their WPS P4 adviser by Denmark as a key enabler of their achievements with the Ministry and in securing cross-government engagement in Mali's NAP implementation. UNWOMEN also reported that the funding of a dedicated staff team in UNWOMEN over multiple years via the core funding approach taken by Denmark had enabled more flexible, adaptive and context-appropriate support to WPS in Mali. One of UNWOMEN's priorities for the remaining period of its funding under this engagement (2019-2021, assuming funding continues after the upcoming mid-term review is complete) is to focus on decentralisation and localisation of Mali's NAP, which will further contribute to sustainability of WPS in Mali.

The issue of localisation and thus sustainability emerged in a number of interviews with civil society focal points who stressed that there were broader gaps in donor attention to resourcing women's rights organisations and WPS civil society actors at the local level.

Denmark is also perceived to be responsible for this gap in funding local-level women's CSOs. The portfolio analysis suggests that although there are few examples of Denmark providing direct funding support to civil society, there are multiple engagements in the NAP portfolio targeting the support of local women actors in peacebuilding efforts in particular. However, there are a number of barriers to the visibility of this support. One is the general lack of adequate monitoring, reporting and learning, which makes it difficult to observe achievements in this area. This is in turn linked to many of these engagements being funded through multilateral partners, pooled funds or through larger regional programmes where results are more difficult to capture. The portfolio found that some types of WPS engagements may be more successful when funded bilaterally, particularly in contexts where women's participation and changing social norms are highly challenging, in part due to the more direct support that Denmark could provide. This suggests that there needs to be more strategic thought directed towards the funding modality of WPS engagements.

3.3 Evaluation question 3

How have the NAPs been used as a framework for stakeholder cooperation? What has been the added value of this cooperation?

3.3.1 The role of the Inter-Ministerial Working Group

The NAP IMWG has been meeting approximately once a year, with minutes of meetings suggesting that the IMWG is more a forum for the sharing of information rather than for facilitating strategic discussions about NAP implementation, for instance, in relation to resource mobilisation. One member did suggest that the topic of lack of human resourcing had come up in one meeting; however, this does not appear to have led to any decision-making or advocacy for human resource mobilisation. The IMWG does not have terms of reference, and so it is difficult to establish whether a more strategic role was envisioned for the group and what the expectations of members has been in the past. According to interviews with active members, the IMWG has no formal reporting requirements and other than the minutes of meetings, no direct outputs have been produced. Although members spoke positively about the interactions within the IMWG meetings, the general perception is that the group has not been an effective forum for strategic collaboration between the three NAP signatories.

3.3.2 The NAP as a framework for stakeholder collaboration

Interviews with stakeholders suggest that there have been increasing opportunities for collaboration between NAP signatories on WPS issues. However, it is not necessarily the NAP that has facilitated this collaboration. Multiple stakeholders referred to Denmark's Comprehensive Approach as a more relevant framework for stakeholder collaboration. According to one MFA staff member:

> "What characterizes us is the comprehensive approach, linking the MFA, MoD and DNP. We develop these programmes together and in close cooperation. It allows us to influence military colleagues. The military do not have the same resources as the MFA. In NATO, Denmark initiated "gender week" as we had the first NAP. It was driven by the military but MFA was also engaged."

Other stakeholders referred specifically to the PSF as an important framework for collaboration. One MoD stakeholder noted that the military component of the PSF has learned a lot from the MFA, particularly in relation to gender and human rights, which would

not have been as prominent in MoD engagements if the MFA had not been part of the process of designing PSPs. However, the NAP was not referenced as a key driver of stakeholder collaboration on PSPs, even where WPS had a central focus.

3.3.3 The role of civil society

The role of civil society in the development, drafting and monitoring of the Danish NAP has been limited, and its role in past NAP consultations can be better described as ad hoc and fragmented. Although there is currently a civil society group engaged to feed into the NAP evaluation process and participate in the ERG, this is not a formal structure. There is strong interest from civil society to play a greater role in the development, drafting and monitoring of the fourth NAP, with particular interest in obtaining a more formal and systematic role across the lifespan of the NAP.

Several options emerged of how this might take place. One civil society focal point suggested that civil society could have a formalised seat within the IMWG, which might also revitalise the role of the IMWG and provide some more strategic direction to how it will function under the fourth NAP. Another civil society focal point suggested the use of existing conflict prevention networks as hooks to link to the IMWG. More generally across civil society, the level of WPS commitment was reported to have been negatively affected by the fact that it does not have a formalised role or a clear channel of influence. Consequently, more structured civil society involvement in the IMWG or another mechanism may increase broader civil society ownership over the NAP.

A number of stakeholders stressed the importance of having a wide reaching consultation for the development of the fourth NAP; in particular, including the voices of women affected by conflict, who are often excluded from the processes designed to affect them. One civil society focal point suggested drawing from diaspora networks with the inclusion of women previously based in conflict-affected settings.

3.4 Evaluation question 4

How has the Danish NAP performed when measured against relevant NAP benchmarks?

A full benchmarking analysis has been conducted in order to analyse the third Danish NAP against the NAPs of six like-minded countries, with a summary of some of the more notable findings presented below where important differences between NAPs have been identified. For illustrative purposes, the benchmarking results have been colour-coded according to the scoring system presented in Table 2. The definitions for each benchmark are referenced in section 3.5 of the paper.

Table 2: Colour coding for benchmark scoring system

Score	Scale	Colour Code
0	Not referenced in the NAP (National Action Plan)	
1	Referenced in passing but no substantial development	
2	Referenced repeatedly but little concept development	
3	Referenced repeatedly and concept developed	
4	Referenced, concept is developed, and clear directive is given for implementation	

Table 3 contains a detailed summary of scores for each benchmarking theme across each country's NAP, with selected key findings outlined further below.

Table 3: Comparative analysis of benchmarking themes

Country/ NAP	Legal Framework (a)[5]	Thematic Focus (b)[6]	(c)[7]	(d)[8]	(e)[9]	Actors (f)[10]	(g)[11]	Systems, Monitoring and Reporting (h)[12]	(i)[13]
Denmark	1	4	4	4	1	2	4	2	0
Sweden	0	4	4	4	2	3	4	1	1
Norway	3	3	4	4	3	4	1	3	1
Finland	2	4	4	4	2	4	4	3	1
Iceland	3	4	4	4	1	1	4	3	1
Netherlands	1	4	4	3	4	4	4	2	4
Ireland	3	4	4	4	4	4	4	3	1

The domestication of global normative framework on WPS benchmark included two dimensions: the domestication of a WPS agenda domestically, and the support provided to other countries or regions to establish 1325 normative frameworks. More than half of the countries, including Denmark, obtained low scores for this benchmark theme. The highest scores were obtained by Norway, Iceland and Ireland, all three of which have inward looking components, including in relation to supporting women refugees and asylum seekers and/or preventing SGBV domestically (see further below). It is notable that Denmark and Finland were the only countries to refer to supporting the NAPs or regional action plans (RAPs) in partner countries or regions, although these references were only made in passing.

In line with the centrality of the 1325 pillar of participation, six out of seven countries scored 4 on this benchmarking theme. There are, however, significant differences between the NAPs in how participation is mobilised as a thematic area. Denmark's NAP emphasises women's participation in conflict resolution and **peacebuilding**, and **peacekeeping** through police and military deployments to international missions, which is line with the focus areas observed in the portfolio analysis. In contrast, other countries highlight different thematic components linked to participation.

- Norway, Finland and Sweden emphasize the participation of women in peace talks, mediation and implementation of peace agreements.
- Iceland's emphasis is on participation women in prevention of conflict, and the mobilisation of gender specialists to humanitarian organisations and NATO.
- The Netherlands highlights women's participation in the prevention of conflict and in peacebuilding efforts, and outlines it commitment to facilitating an enabling

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[5] Domestication of global normative framework on WPS
[6] Participation
[7] Protection
[8] Mainstreaming
[9] Gender perspective
[10] Role and Organisation of National CSO Involvement
[11] International cooperation
[12] Indicators
[13] Earmarked funding

environment for participation by addressing barriers to women's meaningful participation.

- Ireland's NAP pays notable attention to disarmament and arms control, and the provision of technical support to civil society initiatives that strengthen women's role in peacebuilding.

All four countries scored 4 on the protection benchmarking theme. Denmark makes reference to protecting women and girls from **SGBV** and supporting efforts to **end impunity** for acts of SGBV in conflict. Denmark also promises to **link humanitarian assistance, particularly in relation to the protection of women from SGBV, with its long-term development agenda** to promote gender equality and women's empowerment, particularly in relation to **access to education and livelihoods/income generation**. Other country's thematic focus on protection is outlined below.

- Sweden and Finland both highlight the protection of women from SGBV in conflict, ending impunity for acts of SGBV in conflict, supporting women's SRHR in emergencies and protecting women's rights defenders. The Swedish NAP also refers to improving data collection on how armed violence affects women, men, boys and girls in different ways.
- Norway's NAP has a much stronger emphasis on participation than protection; however, it does refer to addressing SGBV in conflict and emergencies by ensuring that a gender perspective is integrated into humanitarian budgets.
- Iceland and Ireland's NAPs are different to the other NAPs in their focus on the protection of women domestically, including supporting women refugees and asylum seekers, and implementing the Council of Europe Convention on preventing and combatting violence against women, including domestic violence.
- The Netherlands emphasises sexual violence in conflict, increasing capacities and resources for women in security and justice sector development, and supporting research and policy development on SGBV.

Most countries obtained weak scores in the gender perspective benchmark theme, particularly Denmark and Iceland due to a lack of attention in their respective NAPs on harmful gender identities, including harmful masculinities, and the role that these play in driving conflict. In contrast, the Dutch and Irish NAPs make explicit reference to these gender roles and identities, including clear directives to work with men and boys on violence and conflict prevention.

Denmark and Iceland obtained low scores for the role and organisation of national CSO involvement benchmark theme due to limited reference to civil society in drafting, monitoring or implementing NAPs. In contrast, Norway, Finland, the Netherlands and Ireland articulate clear roles for civil society partners and their relationship to NAP government stakeholders, including mechanisms for this engagement. These countries also articulate clear roles for civil society and women's rights organisations in implementing NAP commitments. The Netherlands is particularly notable for its approach, which includes civil society as both a signatory to the NAP, alongside government stakeholders, and a 'watchdog' to hold responsible parties accountable.

Across almost all countries, with the exception of the Netherlands, earmarked funding for NAPs was the poorest scoring benchmark theme. Denmark's NAP makes no reference to an allocated budget for NAP implementation, with other countries making reference, for example, to funding driven by international development cooperation budgets or individual NAP signatories. It is notable that the Dutch NAP also has only fleeting reference to specific

NAP financing through an annual budget, and thus a score of 1 was originally allocated. However, given that the Netherlands established an operational budget framework for NAP implementation shortly after developing its third NAP, and is the only country in the list reviewed for this analysis to have such a framework, the score for earmarking has been increased to 4.

Figure 9 presents average scores across benchmarks for all seven countries. Denmark has the lowest score (2.4), with Finland, the Netherlands and Ireland all scoring above 3. Ireland has the highest average score across NAP benchmarks. Despite Denmark obtaining the lowest score, the benchmarking analysis has revealed some areas where Denmark has illustrated added value that sets its NAP apart from other likeminded countries.

- **Denmark was one of two countries that referred to supporting the development of partner NAPs or RAPs**. This finding, alongside the results of the portfolio analysis, suggest that Denmark has an important continuing role to play in this area.
- Denmark's NAP emphasis on **women's participation in peacebuilding and peacekeeping sets Denmark apart from the other countries**, which highlight different thematic components linked to participation. This finding, alongside the portfolio analysis finding that these two sub-themes of participation are included alongside one another in PSP programming, suggests that Denmark could carve a niche by paying greater attention to integrating peacebuilding and peacekeeping in NAP engagements.
- Denmark's emphasis on **development-humanitarian nexus programming** by linking the protection of women from SGBV with the promotion of women's empowerment and livelihoods sets Denmark apart from likeminded countries.

Figure 8: Average scores across benchmarks, disaggregated by country
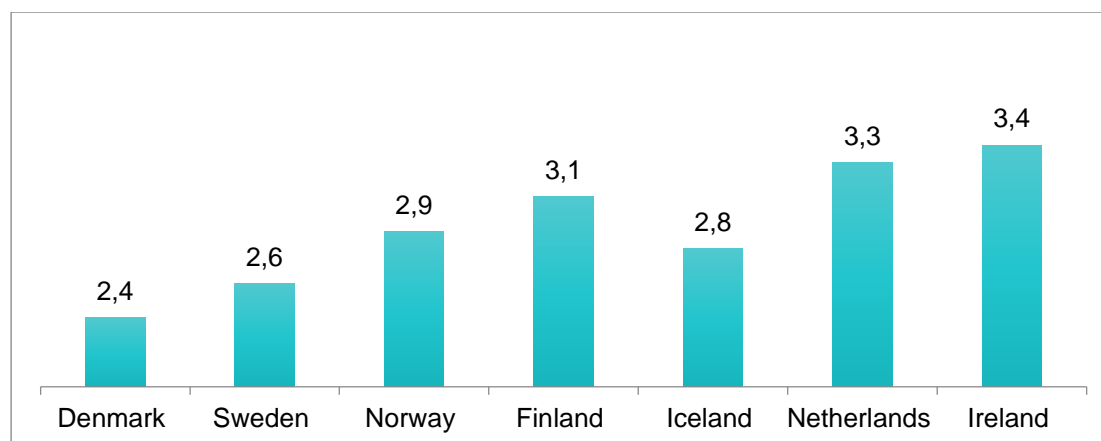
3.5 Evaluation question 5

Has the NAP been coherent with the overall Danish policy on fragile states, peace and security – as well as the Danish priority with regards to development cooperation and humanitarian assistance? How have the NAPs been aligned with the broader WPS and 2030 agenda emerging during implementation of the two NAPs?

3.5.1 Development cooperation and humanitarian assistance

There are a number of Danish policy and strategy documents that reflect Denmark's efforts to prioritize gender equality, women's empowerment and women's SRHR as part of its foreign policy, development cooperation and humanitarian assistance commitments. However, references to UNSCR 1325 and, more specifically, the Danish NAP, have become less prominent over time. Thus, it is unclear to what extent the Danish NAPs have informed the development of these strategy and policy documents. Further, the desk review for this evaluation revealed that although attention to gender and women's rights as crosscutting themes is listed in all country programme and policy documents, few of these documents have directly referenced 1325 and only one (the South Sudan Country Programme 2016-2018) directly referenced the Danish NAP.

The declining relevance of the NAP for driving Danish WPS priorities may suggest that the NAP has existed in parallel to other strategies and policies rather in coherence with them. This is reflected in a strong shift away from WPS language in 'The World 2030: Denmark's strategy for development cooperation and humanitarian action' (2017), as illustrated below when compared with previous development cooperation and humanitarian strategies.

- In alignment with the Danish NAPs, the '**Strategy for Denmark's Development Cooperation - The Right to a Better Life**' (2012) makes explicit reference to UNSCR 1325 under its 'Stability and protection' priority area, and notes the importance of women's participation in peace agreements and peacebuilding, the protection of women and girls from GBV in armed conflict and ending impunity for gender-based crimes.
- In alignment with the Danish NAPs, '**The Strategy for Danish Humanitarian Action 2010-2015**' emphasizes combating SGBV and protecting conflict-affected populations, particularly women and girls. Although no reference is made to the Danish NAP, the strategy does emphasize Denmark's active commitment to supporting UNSCR 1325, and the importance of the resolution in protecting women and girls from SGBV and including women in peace processes and post-conflict reconstruction.
- In **The World 2030** there is specific emphasis on women's political, social, cultural and economic participation, and access to social services such as health and education. However, the strategy makes no reference to UNSCR 1325 or the Danish NAP, and mentions sexual violence in emergencies fleetingly. The strategy also makes no reference to women's participation in peacebuilding or post-conflict reconstruction, with the only reference to women's participation according to a WPS agenda being that Denmark "recognizes the often over-looked resource represented by women in peace negotiations and conflict resolution".

There were mixed views among MFA staff about The World 2030's lack of reference to 1325 and the Danish NAP, and the apparent down sizing of WPS language. One MFA stakeholder suggested that the decision to not specifically reference the Danish NAP was in part due to the MFA's already multiple internal strategies and policies, and the recognition that "1325 is a brick in the building, but it is one brick". Other stakeholders suggested that the lack of reference to 1325 was a missed opportunity, and that for the fourth Danish NAP to maintain relevance, a stronger link needed to be established with The World 2030 document. One way in which this could be done is to mobilise a thematic area in the NAP that has remained consistent with previous and current development cooperation and humanitarian strategies,

such as SRHR. Attention to SRHR is also reflected in other recent Danish strategies, including the Foreign and Security Policy Strategy 2019-2020, which states:

> "*Global gender equality and the rights of girls and women are central to realizing the Sustainable Development Goals. Lack of access to education, health services, contraceptives and sex education undermines women's fundamental right to decide whether, and whom, when and how many children they want to have. The Government of Denmark will intensify its efforts for the rights of girls and women in developing countries, in humanitarian crises and conflict situations, and in international negotiations, where countries that previously shared Danish views are now pushing strongly in the opposite direction.*" *(p.19)*

Although the Danish NAPs themselves make no reference to SRHR, the inclusion of SRHR in the fourth NAP would also help to concretise an increasing interest in the humanitarian linkage between SRHR and SGBV in emergencies, which could be a particular WPS niche for Denmark.

3.5.2 *Peace and stabilisation*

Attention to WPS has varied across Danish peace and stabilisation policies and strategies. '**Denmark's Integrated Stabilisation Engagement in Fragile and Conflict-Affected Areas of the World**' (2013) marked the beginning of integrated stabilisation efforts between MFA, MoD and the MoJ, with the PSF created to support joint stabilisation efforts. No specific mention is made in the document of 1325, although 1325 is implied where the document refers to the importance of UNSC resolutions "as well as normative resolutions regarding women, children…" (p. 27). The earlier '**Peace and Stabilisation - Denmark's Policy towards Fragile States 2010-2015**' (2010), is more aligned with the Danish NAP, including in relation to promoting the participation of women at all levels and protecting women and children affected by human rights violations and abuse. Further, explicit reference is made to the Danish NAP, the first and only explicit reference to the NAP found among the policy and strategy documents reviewed.

In the recently developed '**Guidelines: The Peace and Stabilisation Fund**' (2018), there is a greater emphasis on WPS and 1325 language, with reference made to the different impacts that violent conflict have on men and women. Further, the guidelines state that:

> "*…to comply with UNSCR 1325 and subsequent resolutions on women, peace and security, UNSCR 2250 on youth, peace and security as well as other international law to which Denmark is a party, it is imperative that those engaging in stabilization activities are aware of the implications of their initiatives across gender and youth.*" (p.8)

The guidelines also state that the Peace and Stabilisation Fund Steering Committee (composed of staff from the MFA's Department for Stabilisation and Security Policy and the International Operations Department of the MoD will provide feedback on programme and project proposals and offer technical assistance on how to integrate a gender, youth and human rights approach.

Several stakeholders in Copenhagen noted that although attention to 1325 and gender mainstreaming has, for some time, been acknowledged as important to Danish peace and stabilisation efforts, this has not translated to concrete action on the ground. One stakeholder suggested that this was in part due to the structure of the inter-ministerial steering committee, which is chaired by the Stabilisation and Security Policy Department, with

members from the MoD and MoJ but with no participation from the development cooperation side. This structure is perceived to be weakening attention to WPS priorities due to a general lack of knowledge of and commitment to 1325 within the PSF.

3.6 Evaluation question 6

What are the overall lessons learned for the Danish engagement in WPS and fragility? How can these lessons learned be taken forward in the formulation of a new NAP in 2020?

A full set of recommendations and responses to evaluation question 6 will be included in the evaluation report. However, several concluding remarks and preliminary recommendations are outlined below.

Danish NAP engagements have been moderately effective in contributing to the overall objectives of the NAPs and have led to some important impacts on women and girls in conflict and humanitarian settings. However, the NAPs have not necessarily been a relevant driver of these impacts or of Danish WPS priorities overall.

The third NAP consisted of a list of engagements that were already being implemented (or planned to be implemented) rather than a vision of what Denmark's 1325 commitment was and how it planned to achieve it. The third NAP was also highly specific in nature, which did not allow the flexibility to shape or provide direction to new global and Danish priorities as they arose.

Recruitment and capacity building of women for deployment to peacekeeping missions is a key focus area for Denmark and the benchmarking analysis suggests that it is a particular niche when compared with likeminded countries. However, **questions about how to retain female personnel, particularly in the MoD, may require a more introspective analysis of the possible persisting masculine cultures in the Danish armed forces**.

In order to understand the impact of the fourth NAP on the vulnerable populations it seeks to reach, and on the wider WPS agenda, **a systematic monitoring, evaluation and learning framework must be developed, implemented and followed up on. It must also be resourced** if its development, implementation and tracking are to be sustained.

The lack of adequate systems for capturing NAP results may be feeding weakening prioritisation of WPS objectives, particularly at the mission level, where staff report the NAP to be disconnected from their ongoing work. **Training and/or structured communications activities on Denmark's commitments and vision under the NAP** and how this relates to its other commitments on peace and security, humanitarian and development programming should be implemented at mission level.

Internal capacity building on other NAP related topics should be made available to MFA staff and mission staff from all three NAP signatories; however, this should be fit for purpose. For instance, training may **include skills in WPS and gender mainstreaming and how to conduct a gender analysis.**

Internal capacity building is not a replacement for dedicated WPS and gender expertise. Even with enhanced knowledge of gender mainstreaming and analysis, it is unlikely that MFA staff can replace the expertise that a gender advisor would provide. A gender advisor would be particularly well placed within the peace and stabilisation unit, where WPS capacity and commitment appears to be limited.

Provide implementing partners with general training on gender mainstreaming, including the collection of sex and age-disaggregated data and the development of **gender-sensitive results and indicators**. Further improve the quality of mainstreaming by ensuring the integration of gender considerations throughout each stage of the project cycle and budget and reporting requirements.

The evaluation does not necessarily indicate that WPS engagements require more funding. Rather, they **require more strategic funding in order to enhance impact**. This may require an analysis of what works, what doesn't, under which contexts and under which programming modalities and portfolio types. This analysis may be particularly important where persistent barriers to women's participation and engagement constrain WPS achievements.

Although **mainstreaming is important, doing targeted WPS programming is critical** to advancing a WPS agenda, particularly in the most complex settings where women's participation and rights are extremely limited.

The implementation of the NAP itself does require resourcing, both human resourcing and resourcing to civil society, if it is to be meaningful and sustainable. If a monitoring, evaluation and learning framework is integrated into the fourth NAP, there will be an even stronger requirement for human resources.

The IMWG needs to be revitalized, with a clear terms of reference. Although it does not have a role in monitoring the NAP currently, it may be well placed to contribute to that in the fourth NAP, although this needs to be accompanied with adequate resourcing. If funding for NAP implementation is mobilized, the IMWG could build a greater sense of collaboration, learning and accountability through shared activities such as co-facilitating workshops or learning forums, or co-producing learning outputs related to NAP engagements.

Denmark had one of the lower scores in the benchmarking analysis of the role of civil society theme. Given there is an interested and engaged civil society group wanted a more systematic role in the NAP development and oversight, **Denmark has the opportunity to learn from other likeminded countries by developing a more systematic partnership with civil society** in all phases of NAP development and implementation. Women affected by conflict should be consulted and included in these processes.

Denmark supports a number of WPS thematic areas that set it apart from other likeminded countries and these can mobilised to carve a deeper niche and value added. These include **supporting the development of partner NAPs or RAPs,** emphasising women's participation in **peacebuilding and peacekeeping engagements,** and pursuing **development-humanitarian nexus programming** by linking the protection of women from SGBV with the promotion of women's empowerment and livelihoods.

The **inclusion of SRHR in the fourth NAP** would help to build wider Danish policy **coherence** and concretize an increasing interest in the **humanitarian linkage between SRHR and SGBV in emergencies**, which could also be a WPS niche for Denmark.

Although Denmark has limited resources for NAP prioritisation, it can still make a strong difference by mobilising its **niche thematic areas** and strengthening its voice in support of these areas, particularly in **multilateral and normative arenas, including the EU, UN and NATO**.

Annex A: Proposed evaluation report outline

1. Introduction
      1.1. Purpose of the evaluation
      1.2. Scope of the evaluation
      1.3. Structure of the evaluation report
      1.4
2. Background
      2.1. UNSCR 1325 background
      2.2. Overview of the Danish NAPs
      2.3. The Global 1325 agenda
2. Methodology
      2.1. Evaluation design
      2.2. Desk review
      2.3. Portfolio analysis
      2.4. Case studies
      2.5. Interviews with key informants and stakeholders
      2.5. Benchmarking analysis
      2.6. Challenges and limitations
3. Findings
      3.1. EQ1
      3.2. EQ2
      3.3. EQ3
      3.4. EQ4
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      3.6. EQ6
4. Conclusions
5. Recommendations for the 4th NAP

Annex A: Terms of Reference
Annex B: Documents reviewed
Annex C: Evaluation matrix
Annex D: Portfolio analysis
Annex E: List of interviewees
Annex F: Case study 1: Danish contribution to NATO
Annex G: Case study 2: Danish contribution to the EU
Annex H: Case study 3: Mali Core Funding to UNWOMEN
Annex I: Case study 4: Regional Development and Protection Programme
Annex J: Case study 5: UNFPA's Innovations to Eliminate GBV in Humanitarian Contexts
Annex K: Case study 6: Peace and Stabilisation Programme in the Horn of Africa
Annex L: Benchmarking analysis

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